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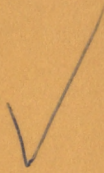
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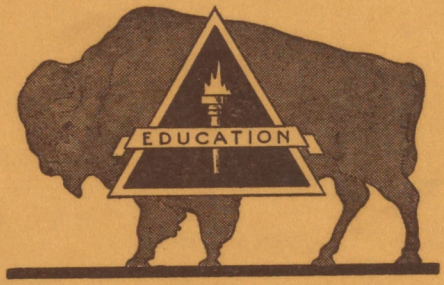
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Associate Professor Doris Baker	{ Primary Methods Health Social Studies

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Mrs. Isobel Richard	Speech Training
Professor S. D. Stirk	German
Assistant Professor Mrs. Kathleen Watson	Home Economics
Mr. B. Scott Bateman and others from Department of Education— School Administration	

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Editorial



During the last year, Manitobans have given much thought to their provincial system of public education. Three problems have been widely discussed: Is the local school district a suitable administrative unit for public school purposes? How may the quality of instruction be improved at both elementary and secondary grade levels? How may expert professional service, when given, be recognized and duly rewarded?

Discussion of these problems is focused upon the three topics: school divisions, school grant schedules and revised salary schedules for teachers. In some provinces large units have been formed and teacher training prac-

tices modified though little or nothing was done to raise standards of education. One notes, that in Manitoba, 'education' has been given a rank ahead of 'administrative practice' and steps have been taken to ensure improved academic and professional standing of classroom teachers.

As a means to an end, the Government is encouraging and aiding financially, the formation of administrative units that make possible a more effective use of highly qualified personnel. Too frequently, public thought and public money in Canada have been spent on school administration in the hope that such expenditure would improve education. Manitoba is the first province to put 'first things first,' to put major emphasis on high standards of classroom performance and to introduce administrative changes as an aid to better pupil instruction.

The Faculty of Education will have the honour of sharing in the improvement of standards that lies ahead. New demands will be made in both certification and graduate programmes. The Faculty is highly pleased with these prospects knowing that it will be given the staff, the buildings and the equipment that will make its contribution most effective.

M. E. LaZerte.

Educational Costs — The Next Ten Years

M. E. LaZerte, M.A., Ph.D.
Dean, Faculty of Education,
University of Manitoba

(An address given to the Canadian Tax Federation
Convention in Winnipeg on 13 November, 1958)

In recent years the general public has heard much about schools and school problems. The number of children attending elementary and secondary schools is increasing rapidly (It increased 57 per cent in the five-year period 1951-52 to 1956-57); Canada's birth rate is unusually high, being 28.3 per 1,000 in 1957¹; the population total is increasing about one-half million each year; school costs are rising (Per pupil annual costs increased 33 per cent from \$151 in 1951-52 to \$201 in 1956-57); thousands of new classrooms are being built; taxes are increasing.

We shall direct our attention today to two problems. We shall look ten years into the future and try to estimate what enrolments and costs are likely to be at that time. We haven't much accurate data yet concerning either 1957 or 1958; we must be satisfied with preliminary estimates for another year or two. In about twelve years, 1968-69 data will be available. How then, can one forecast what enrolments and expenditures will be ten years hence? A forecast is not a guess; it is a computed estimate, based on available facts and current trends. To the degree that determining variables are overlooked or wrongly weighted, estimates will be wrong.

Public Education

This study will be restricted to public education only — elementary, secondary and higher — that is, to education provided and supported by governments at municipal, provincial and federal levels. Private schools, if not government supported, business colleges and correspondence schools are not considered. It is the expenditure of governments not of individuals that is under study.

In making an estimate of educational costs for 1968-69, due allowance must be made for changing enrolments, for increases in instructional staffs and for additional schools, buildings and classrooms.

¹Dominion Bureau of Statistics. Preliminary Report. Vital Statistics, 9004-508-126.

Enrolments

Enrolments in 1968-69 will depend upon the birth rate from 1950 to 1960², net immigration of school age groups from 1940 to 1958, school attendance laws, pupil retention³ which reflects to a great degree the efficiency of instruction in the grades, public opinion regarding the amount of education that is considered necessary⁴, and general economic conditions that result in increased or decreased enrolments.

The various factors will probably result in the following enrolments in public elementary and secondary schools and universities in 1968-69.

²			
Year	Birth Rate per 1,000 population	Year	Birth Rate per 1,000 population
1951	27.2	1955	28.4
1952	27.9	1956	28.0
1953	28.2	1957	28.3
1954	28.7	1958-60	?

Canada Year Book, 1957 — p. 30, and Preliminary Report, Vital Statistics, 9004-508-126, p. 3.

³Comparison of Drop-Outs — Canadian and American Education Systems. Retention expressed as a percentage of number of pupils entering Grade 1, to end of:

Country	Grade 8	Grade 10	Grade 12	2nd Year Univ.	4th Year Univ.
Canada	53	25	12	8.5	6.0
United States ..	85.8	74.8	30	15.1	7.7

Adapted from graph on page 4, Pt. 2, National Conference in Engineering, Scientific and Technical Manpower, 1956.

⁴The popularity of university education may be inferred from the number of university students per 1,000 population in a given country. "Our present position compared with the United States and Russia is shown in the following table:

Country	Population	Enrolment	Rate per 1,000 of Population
Russia	220,000,000	4,300,000	19.6
United States	167,000,000	2,500,000	15.0
Canada	16,000,000	79,000	4.94

"Analysis of Education Trends in Canada," Part II, p. 11—Brief of National Conference on Engineering, Scientific and Technical Manpower, September, 1956.

ENROLMENTS IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS AND UNIVERSITIES IN SELECTED YEARS

Year	Elementary Schools	Secondary Schools	Universities
1955-56	2,644,525 ⁵	517,742 ⁹	69,900 ¹³
1956-57	2,815,363 ⁶	595,587 ¹⁰	73,400 ¹⁴
1958-59	3,001,200 ⁷	635,600 ¹¹	82,200 ¹⁵
1968-69	3,687,400 ⁸	1,024,000 ¹²	172,800 ¹⁶

These figures, if correct, indicate that in the next ten years, elementary grade enrolments will increase 686,200 (23%); secondary grade enrolments 388,400 (61%) and university enrolments 90,600 (110%).

Increases in Staff

This increased enrolment will create a demand for 40,000 additional elementary and high school teachers. University staffs must be increased by at least 5,000 full-time and 4,000 part-time members.

Building Requirements

Total enrolments alone do not determine the number of classrooms or schools required. Class size, years of attendance per pupil, rural-urban migration¹⁷, provision made for individual differences, number of vocational and technical courses and like causes, affect the number of classrooms required for any given number of pupils. Disregarding these many factors and considering only changes in enrolments, one must estimate increased needs to be approximately 19,000 elementary grade classrooms, 15,500 high school classrooms and university accommodation for over 90,000 students.

Educational Costs

The cost of any given number of classroom units will depend upon the type of construction, the proportion of school space used

5 and 9 Information Service Report, No. 86, Canadian Education Association, June, 1957.

6 and 10 Information Service Report, No. 92, Canadian Education Association, June 1958.

7 and 8 Yves Dubé, J. E. Howes and D. L. McQueen, "Public Elementary School Enrolment in Canada Projected to 1979-80," Housing and Social Capital, p. 73.

11 and 12 Source: Same as 7 and 8, p. 74.

13 to 15 Sheffield, Dr. E. F. "Statistics in the Service of Higher Education" Proceedings of the National Conference of Canadian Universities, 1957, p. 54.

16 Yves Dubé, J. E. Howes and D. L. McQueen, "Full-time University and College Enrolment in Canada (Less veterans on allowance) Projected to 1979-80," Housing and Social Capital, p. 84.

17 "All things considered, a decline of 17% — from 2,827,000 in 1951 to 2,346,000 in 1980 — might be a reasonable guess as to the future of the rural farm population." Yves Dubé, J. E. Howes and D. L. McQueen. Housing and Social Capital, p. 29.

as classrooms, the extent to which special features are added to the building, the type of equipment installed and other similar items. The best estimate of future school and university building requirements the writer has seen is in HOUSING AND SOCIAL CAPITAL¹⁸.

**FORECAST OF SCHOOL AND UNIVERSITY CAPITAL
REQUIREMENTS**
(Millions of 1955 dollars)

Period	Elementary Schools	Secondary Schools	Universities and Colleges	Total
1954-55 to 1959-60	502	295	146	943
1959-60 to 1964-65	380	365	217	962
1964-65 to 1969-70	236	312	272	820
1969-70 to 1974-75	254	217	257	728
1974-75 to 1979-80	353	224	207	784
Total	1,725	1,413	1,099	4,237

During the ten-year period 1959-60 to 1969-70 the expenditures forecast total \$1,782 million—\$616 million for elementary schools, \$677 million for secondary schools and \$489 million for universities. In the estimate of elementary and secondary school requirements, allowances were made for increased enrolment, shifting of population, consolidation of schools, reduction in size of classes and reconstruction and replacements.

Total Educational Costs: 1968-69

The cost of public education ten years from now should be the cost to school boards of elementary and secondary education, plus the cost of higher education, plus provincial government expenditures on public education over and above school grants paid to school boards and municipalities.

The cost to school boards of elementary and secondary education equals the product of the enrolment and the per pupil cost for 1968-69. The enrolment has already been estimated at 4,711,400. Per pupil costs have been increasing rapidly during recent years. From 1946 to 1956 the rate of increase was 9 per cent; from 1950 to 1956 it was 6 per cent. The writer does not believe that this rate will continue. If it does pupil costs per annum will be \$400 by 1968-69. Teachers' salary increases have been frequent and rather generous in recent years. These salaries should be further increased but they are much more equitable than they were in 1946 or 1950. If we assume that increases in the next ten years will be about half as generous as in the last ten years, the rate at which per pupil costs will increase is 4 per cent per annum, a rate that will bring per pupil costs to \$320 by 1968-69.

¹⁸Yves Dubé, J. E. Howes and D. L. McQueen, "Forecast of School and University Capital Requirements," Housing and Social Capital, Table 29, 92.

By 1968-69, university enrolments will total 172,800 and per student costs to the public may be \$1,100 per year¹⁹.

Combining the foregoing estimates, we get, as the cost to the public in 1968-69, of elementary, secondary and higher education, the sum $(4,711,400 \times \$320) + (182,000 \times \$1,100) + \$46,323,000^{20} = \$1,754,171,000$, which is an increase of approximately 75 per cent over today's expenditures.

As a rough check on the estimates just given, one may consider estimated personal income ten years from now and the percentage of this income that will be spent on education if present trends continue. Estimates of personal income in 1958-59 and 1968-69 are \$24,390 and \$35,890 millions respectively. The per cent of personal income spent on public education during 1947-51 was 3.28; that during 1952-56, 3.69. Projecting the appropriate trend line to 1968-69, the percentage would be 4.97. This gives \$35,890 million $\times 0.0497$ or \$1,783,700,000 as the total public support for elementary, secondary and higher education in 1968-69.

Estimated expenditure on public education — elementary, secondary and higher:

1968-69	\$ 1,754,171,000
1959-69	\$15,000,000,000

Source of Government Money

Municipal, provincial and federal governments all contribute to the support of public education. The percentage contributed in recent years towards public elementary, secondary and higher education by each level of government is shown in the accompanying table²¹.

Year	Municipal	Percentages	
		Provincial	Federal
1946	53	35	12
1948	52	37	10
1950	51	44	6
1952	53	41	5
1954	53	42	5
1956	49	44	7
1957 est.	46	46	8

¹⁹ a. "The average university yearly operating cost rose to \$1,400 per student in 1955." Brief: National Conference on Engineering, Scientific and Technical Manpower, September, 1956, Part III, p. 12.

b. From "Analysis of Statements of Operating Income and Expenditure of Twenty Eight Universities and Colleges," Canadian Association of Business Officers, 1956 and 1957, it is learned that 35 per cent of University income is derived from fees, gifts, etc. (non-governmental sources) in the amount of \$25,000,000.

c. Yearly expenditure of Universities obtained from "Educational Finance in Canada, 1946-1956," Canadian Teachers' Federation Information Bulletin, February, 1958.

d. Estimate based on 1 per cent per year increases in per student costs. From 1955 or 1968.

²⁰ Provincial Government expenditures on public education over and above grants to school boards and municipalities derived from Table 10, p. 46 and tables of pp. 38-42. Canadian Teachers' Federation Information Bulletin, February, 1958.

²¹ Canadian Teachers' Federation Information Bulletin, February, 1958, Tables 9 and 10, p. 20.

The federal percentage is gradually increasing because of larger annual grants to the universities. Capital grants through the Canada Council, expenditures on Indian Education and annual grants to the universities probably total \$50 million per year. Year-by-year municipal expenditures form a smaller percentage of the total amount spent on elementary, secondary and higher education. How long will the present trend continue? By 1968-69 the ratio of provincial to municipal expenditures on elementary and secondary education is likely to be 3 to 2.

From Estimates to Personal Opinion

Estimated expenditure on elementary and secondary education has been given above as \$1,508 million for 1968-69. This is a heavy expenditure. The writer repeatedly asks himself, "Are we getting full value for monies spent? Could returns be proportionately greater if standards of teacher education and certification were raised?" The Canadian public does not consider teaching to be the difficult, exacting job that it is or certification standards would not be as shown in the following summary²².

Type of Certificate	Number
Permit	7,826
Third Class	13,508
Second Class	13,337
Special	4,133
First Class ²³ or higher	63,218

Would educational returns from an expenditure of \$1¾ billion or slightly more, be greater if certification standards were raised to the minimum level approved by the Canadian Education Association, The Canadian Teachers' Federation, The Canadian School Trustees' Association, The Canadian Conference on Education, and other educational bodies. The minimum academic and professional standing endorsed by all is "complete senior matriculation and two years of further education and training, one of the two years to be given to professional training, the other to basic education in academic subjects such as English, French, Science, Mathematics, History and like subjects of the Arts and Science curriculum."

Annual expenditure on public education ten years from now will depend in large part upon the willingness of Canadians to pay taxes, upon the percentage of national personal income they wish to spend on schools and universities and upon the values they attach to formal education.

To the extent that desirable changes in school practice, such as the organization of large units of administration, the diversification of secondary school programmes and the raising of standards of teacher education and certification, are introduced, costs for 1968-69 will exceed the estimates given.

²²"Trends in Certification Standards in Canada, 1940-41 to 1953-54." Canadian Teachers' Federation Information Bulletin, 56-1, March, 1956. Data in table are for 1953-54.

²³Explanatory Note: Certification standards have been lowered in recent years. Many teachers holding First Class Certificates have little more than Grade XI standing.

Contributions of Canadian Provincial Government Departments of Education to the In-service Education of Teachers

**W. W. McCutcheon, Dean, Faculty of Education,
Brandon College, Brandon, Manitoba**

Because of an increasing awareness of the importance of the in-service education of teachers the contribution of provincial government departments of education towards this service should be considered. Of course the obligation for in-service education is a many fold responsibility. Included among those who have this are teachers themselves, their associations, school boards, departments of education, and colleges and universities. The reason for making this study is to have a more comprehensive source of information on the nature and extent of the contribution of provincial Departments of Education in Canada to the in-service education of the teachers in this country than appears to be the case at present. There is the problem of deciding what programmes can be considered useful for in-service education. Specific criteria in this connection are not clear cut and some of the kinds of in-service education described in this study are selected as the result of a subjective point of view.

Data for the Study

The study reported here is based on information provided by means of a questionnaire sent to the Deputy Minister of Education in each of the provinces of Canada, and a questionnaire to each of the two Secretaries and Deputy Ministers associated with education in the Province of Quebec. Information was requested on the in-service opportunities for teacher improvement during the academic year 1957-58 and the summer session for 1958.

Replies from all provinces were received. In a few cases letters of information were written instead of completing the questionnaire.

ANALYSIS OF IN-SERVICE EDUCATION OPPORTUNITIES PROVIDED BY THE PROVINCIAL GOVERNMENTS

Planning of Programmes

The organizing of in-service education is subject to considerable variation from province to province in Canada. In some provinces the in-service education programme conducted, especially during the school year, is the responsibility of an area within, rather than of the whole province. Therefore, in these cases the responsibility for in-service education during a school year is left to the school inspectors, superintendents, principals' association, and local teacher-organization groups. On the other hand in the majority of Canadian provinces officials of the Department of Education play an important part in the planning and promoting of in-service education for

teachers. Others who work in collaboration with the department officials are Teachers' Associations, school boards, including the top ranking professional personnel of these boards, and college and university officials whose resources are important in providing training facilities and personnel.

Teaching Personnel

In the work of an instructional nature such as summer school sessions, departmental employees are among the personnel used. There is a reliance on the service of persons who are engaged on a part-time basis. Employees, such as teaching personnel from the province and personnel from outside the province, might be engaged on a part-time basis for a summer session sponsored by Departments of Education. Among the full-time staff in the government service are school inspectors, superintendents, curriculum directors and specialists, all who can be used as consultants, and as teaching personnel in their specific area of competence.

Types of Training

Of the various programmes sponsored for practicing teachers the summer session or summer school is the most common. From figures provided it would appear that the number of teachers in Canada attending summer schools is about one in six. Professional meetings addressed by speakers provided by the department of education attract a goodly number of teachers. Many extension courses are given at or through universities during the time of year teachers are in their schools. This type of instruction appears to be more prominent in four or five provinces rather than general throughout the country. Curriculum committees are another logical avenue of in-service education. The extent of participation in this type of activity appears to be much broader in some provinces than in others. Indeed in some provinces the participation seems to include all the teachers either directly or indirectly. According to the information submitted from other provinces the participation would be limited to a small fraction, considerably less than ten per cent of the teachers in the province. Professional libraries are used by a number of teachers. Not all departments of education in Canada reported have such a library. The extent to which this source of professional growth is used is difficult to estimate. According to the information submitted the percentage of teachers using the library facilities of the provincial government, where available, might run from less than 10 per cent to over 50 per cent in various places. The reasons for the apparently considerably greater use of the library facilities in some provinces than in others were not sought for or given in the questionnaire returned.

The majority of provincial Departments of Education provide correspondence courses but many of these courses are in academic rather than in professional work. Teachers using these courses are those who have had deficiencies in the final year of the high school

course and are desirous of improving their qualifications for purposes of getting a better certificate. In some instances there are courses available to help teachers in their teaching. Also, a few departments of education provide correspondence courses for teachers who lack adequate qualifications for the work they are attempting to do.

Workshops are rather commonly used as a means of providing in-service education for teachers. On the basis of the information supplied, employees in government Departments of Education give quite extensively of their services to this type of activity. It appears to be a much more common practice for government Education Departments to help with rather than to sponsor workshops.

Publications

Apparently teachers in about half of the provinces receive a regular publication from their department of education. In addition, there is available a variety of literature with information of interest to teachers. Included in these publications are such teaching aids as circulars relative to textbooks, bulletins, memoranda concerning curriculum or professional development, teaching guides and information concerning courses — particularly summer courses. There are other teacher aids that are of general informational nature. Through these varied means contacts of an educational nature can be maintained between the teachers and the Department of Education.

Consultative Services

Advice or aid on educational problems is a way of categorizing the help that Departments of Education provide on a formal or informal basis for teachers. Teachers consult departmental staff regarding courses of study, teaching techniques in various subjects, workshops in various subject areas and similar problems. Personnel from the Departments of Education may be invited to assist superintendents and their teaching staff in conducting institutes, conventions, workshops, curriculum projects and surveys. Then there are helping teachers, who in one province at least, chiefly visit rural and town schools. The Director of Examinations and the Guidance Supervisor may provide advice on testing if it is requested by teachers. Still another form of assistance reported was advice concerning remedial techniques and programmes for slow learners. In some provinces specialists in various teaching fields such as library services, visual education and physical education provide consultative services directly by travelling throughout the province or by correspondence.

Research Services

The Departments of Education were asked whether they had services for helping teachers with surveys, special studies and the like. Judging by the nature of the replies the extent to which

Departments of Education collaborate with teachers who are interested in research is limited. Several of the Departments reported having a research type of organization or branch within the Department. There appears to be a disposition for the curriculum branch and the testing division or service of a Department of Education to have a close association with research efforts. At least three replies mentioned the joint co-operation existing between the Provincial Department of Education and the University Department or Faculty of Education.

Permanent Certification

Although some teaching certificates are permanent when issued, many are only interim, and are not made permanent until certain summer school requirements or teaching experience, or both have been completed. Judging from the replies received, once a teacher has received a permanent certificate there is no further training of a periodic nature required. However, a teacher, in some provinces, may obtain a higher certification by continuing to improve her qualifications professionally and academically. Also, there may be certain incentives or stimulants which serve to encourage a teacher to improve her qualifications. A single salary scale is one example.

Programme for Specialists

The questionnaire sought information on the programmes of in-service education considered to be of special value to any teachers in specialized types of teaching. Emphasis was on assistance sponsored by the Departments of Education. Included in Table I are the specialized types of teachers involved.

TABLE I
NATURE OF SPECIALIZATION OF TEACHERS FOR WHOM
IN-SERVICE EDUCATION WAS PROVIDED BY CANADIAN
PROVINCIAL GOVERNMENT DEPARTMENTS OF EDUCATION
DURING 1957-58

Type of Specialization	Time of Year	
	Number of Provinces During School Year	Number of Provinces During Summer Months
Art specialists	1	3
Elementary school teachers	2	5
Guidance workers	1	4
Library specialists	—	3
Physical training specialists	2	4
School supervisors and principals	1	4
Secondary school teachers	2	5

As might be expected the tendency is for the programmes to be concentrated in the summer months. Factors associated with distance and insufficient number of teachers can influence the extent to which it is practical to have courses of training during the academic year.

The Contribution of In-Service Education

Respondents completing the questionnaire were asked to list in order of importance the benefits resulting from the in-service programmes sponsored by the Department of Education.

TABLE II
ORDER OF IMPORTANCE ASSIGNED TO BENEFITS DERIVED BY
TEACHERS FROM IN-SERVICE EDUCATION PROGRAMMES
SPONSORED BY CANADIAN DEPARTMENTS OF EDUCATION

Nature of Benefit	Number Ranking					
	First	Second	Third	Fourth	Fifth	Sixth
Curriculum development and improvement	—	3	2	1	3	—
Improved teacher and school moral	—	—	—	1	2	3
Improved teaching of specific subjects	—	2	2	2	—	1
Improvement of procedures, techniques and methods	7	1	1	—	—	—
Improvement of teacher unity and teamwork	—	—	1	3	2	1
Stimulation of professional growth	2	4	3	—	—	—

*Specific subjects mentioned were English language, industrial arts, mathematics, primary methods, science and social studies.

Not all the questionnaires returned gave a listing of the benefits of in-service education in order of importance. Opinions appeared to be overwhelmingly to the effect that in-service education makes its greatest contribution through the improvement of teaching procedures, techniques and methods.

Stimulation of professional growth ranked comparatively high. Curriculum development and improvement ranked the next in order of importance.

Recognition of Associated Activities

The questionnaire asked for information on the extent to which the Department of Education gave formal recognition to teachers who have done writing for publication, who have done educational research, who have had occupational experience other than teaching, who have been on teacher exchange, who have travelled or who have engaged in work or activities generally accepted as adding to the breadth of background of a teacher. Six replies were to the effect that the Department of Education gave no formal recognition to any of the activities listed. Three of the replies indicated sympathetic consideration to teacher exchange and its encouragement. Educational research, as a rule, will be eligible for consideration if

taken for degree credit, and one return indicated that occupational experience other than teaching is of value when attempting to secure a certificate in industrial arts and technical subjects. Although problems of evaluation might be difficult, this study seems to point to a lack of what may be a legitimate appreciation and recognition of teachers who add to their breadth of experience and background which should make for better teaching.

Grants Based on In-Service Education

In general, it may be said that grants from provincial governments are not influenced by whether or not a local school board has in-service training facilities. There may be, however, a sort of grant differential. Inasmuch as grants quite commonly vary with the level of certification of teachers, and consequently with the extent to which teachers participate in credit granting in-service courses, there is monetary recognition for improvement in qualifications. Perhaps the credit is given primarily in terms of the more formal university credit courses rather than for less formal types of study that could prove quite beneficial in actual teaching.

Requests from Teachers

The questionnaire asked for an enumeration of the requests for instruction received from teachers by the Departments of Education in Canada during the school year 1957-58, and for the summer of 1958. Judging from the answers received, teachers are relatively inactive in making requests to Departments of Education for specific types of instruction. In the reply from one province was a comment to the effect that various local groups solicited assistance from the Department in planning and carrying out conferences and workshops in all subjects of the curriculum. From another province there was the intimation that teachers had made requests for help in learning how to teach the slow learner; for help in becoming more proficient in dealing with diagnosis and remediation in elementary grades; and for help with junior high school social studies and in science teaching at the same level. The replies from five provinces were, however, to the effect that no requests for help by means of courses had been made by teachers.

Time Allowed for In-Service Education

On the questionnaire sent to the Departments of Education the question was asked "Does the Department of Education you represent accept the principle that teachers should have time off from classes to attend in-service courses or instruction?" The answer given from three provinces was in the negative. Six answers were to the effect that arrangements were possible. In particular the provision appears to apply to a short period of time, one or two days each year, for attendance at a convention, conference or institute. The granting of longer periods of time is at the discretion of the principal or

school board. In one reply the difficulties experienced in permitting teachers to leave one-room schools were pointed out.

A leave of absence consisting of a number of months or longer may be granted by school boards to enable teachers to improve their academic and professional qualifications. In some cases leave is granted without jeopardizing seniority or the right or opportunity to make pension payments or to suspend them with the option of making payment later.

Hindrances

There are a number of factors hampering the in-service programmes in the opinion of the persons supplying the information for the study. Five replies mentioned that staff for planning and administration of the programmes was lacking. Six of the replies referred to the fact that there is insufficient time to devote to in-service programmes. Lack of finances was intimated in four replies. However, there was, on the basis of the information supplied, little intimation that lack of teacher interest and participation was considered as being of importance in preventing or allaying the progress of such in-service education programmes.

A comment made in a reply from a western province concerned the distance of schools from one another as a factor in hampering development of in-service programmes. Another reply made reference to the teaching load. This, of course, is closely related to earlier reference to the fact that teachers have insufficient time to devote to in-service programmes.

Evaluation

To ascertain the contribution of any programme evaluation is of benefit. On six of the replies there was an admission that no organized plan was being used to evaluate the in-service work that the Departments of Education were sponsoring or requiring. One comment was that any evaluation made was done at the local level. From another province came the comment that evaluation forms were completed by the participants at almost all institutes. Still another report stated that in that particular province results of summer school were assessed by the Registrar and the Council on Teacher Education and that results of area conferences and special institutes were evaluated by committees under the Chief Inspector of Schools.

On one reply it was mentioned that within the province a committee was being established to coordinate, encourage and evaluate the in-service education efforts. On this committee there would be representation from the Department of Education, the Faculty of Education, the Teachers' Association and the Trustees' Association.

Summary of the Findings

In general there appears to be not sufficient consultation on the part of Departments of Education with teachers and educational

agencies in the planning of in-service programmes for teachers. The major contributions of the Departments of Education to in-service education appear to be through summer schools. In a number of instances these summer school programmes are of particular value to teachers of special subjects of the school programme.

The contributions of the Departments of Education in Canada during the time of year when teachers are teaching in the schools are confined, for the most part, to providing speakers for professional meetings and consultative services. Periodicals are printed on a regular basis by some, but not nearly all, provincial Departments of Education, and these promote the professional growth of teachers. The study failed to produce evidence that Departments of Education in Canada, in general, promote extensive programmes that might be classified as educational research.

According to this study there are a number of distinct benefits for teachers to derive from in-service education. Improvement of procedures, techniques and methods, the stimulation of professional growth, and curriculum development and improvement are the more prominent aspects.

Departments of Education do not appear to give formal recognition to teachers who engage in authorship, educational research or travel. Teacher exchange appears to be given a good deal of approval but apparently gives little formal advantage to a teacher so far as a Department of Education is concerned. Nor do Departments of Education follow a policy of giving grants to school systems or boards in support of in-service education programmes.

In the opinion of those persons providing the information for the study there are a number of factors which have a tendency to hamper the progress of in-service educational programmes. These are the lack of staff to plan and administer the work, the lack of sufficient time on the part of the teachers, the lack of sufficient funds and finally the lack of proximity of one school to another in some parts of the country, which makes it difficult for teachers to meet together.

Like a Grain of Mustard Seed

Address by R. J. Cochrane to the Faculty of
Education Alumni Association, University of Manitoba.
Saturday, Feb. 7, 1959

Mr. Chairman, Ladies and Gentlemen:

The Faculty Alumni, in asking that I deliver this lecture today, has bestowed on me a high honour of which I feel most unworthy. In the course of the next two or three hours you will no doubt agree that my unworthiness has been amply proven. There is an old story of the minister, after his tiresome sermon, announcing a meeting of the board, and finding most of the congregation already adjourned to the ladies' parlor. I expect that all of you will attend the after meeting today.



Once upon a time, somebody had the happy thought of concocting the slogan "Education is Everybody's Business." Therefore, logically nobody is barred from discussing education. For this reason, in my fortieth year of teaching I may be permitted to express a few thoughts on the matter.

The very breadth of the subject "Education" suggests possibly one of the reasons why everybody feels qualified to make pronouncements on it — a broad, general subject, *ipso facto*, all are entitled to make general statements and some not so general. Books, sufficient to fill libraries, have been written on the meaning of education. Neither inclination nor time permits me to discuss "Education" with a capital "E". However, without attempting to define it, I shall use the description of Dr. Robert Ulich, professor of philosophy of Harvard who said, "Education is a life-long process, related to human life in the individual and social, as well as in the physical and mental aspects."¹ Nor do I wish to consider in general terms formal education i.e. schools or education spelled with a small "e". True, I shall mention a number of things about schools and shall have much to say about children, the *raison d'être* for schools and possibly something about parents who send their children to school; but my main thesis will be that the teacher is the most important member of the educational structure. Pretentious buildings, expensive equipment, abundant financial support, well-organized curricula, suitable textbooks, — all are in vain unless the children are guided and directed by understanding and learned teachers who love their work. There is nothing profound about this statement but *do* we believe it? Do we as Canadian teachers attain to this high position

1. Robert Ulich. "Conditions of Civilized Living." New York: E. P. Dutton, 1946, p. 112.

in education? Or is this an exaggerated opinion of the importance of the teacher in education?

History may enlighten us. Just for a moment let us look back at some of the great races and nations that have made major contributions to the progress of man. When these civilizations are mentioned names immediately leap to mind — the ancient Jewish history produced Moses and Aaron the great law givers, Isaiah, Elisha, Job — prophets, but teachers of their people; Greek culture recalls Socrates who questioned and taught his fellow Athenians wherever he found them; Plato his pupil who founded the first Academy and Aristotle “probably the best and broadest single mind the human species has yet produced.”² He too, founded his own college the “Lyceum.” Although the Greek intellectual giants are remembered as philosophers, they were primarily *teachers* and their names mean much to us today because, as teachers, they affected the Greek culture which in turn influenced Roman and later Western civilizations. At the beginning of our era Jesus of Nazareth, recognized by Christians as the greatest teacher of all time, so impressed His teachings on His followers that His truths are still being taught today almost 2,000 years after His death.

Gilbert Highet in “The Art of Teaching” devotes a chapter to a fascinating account of great teachers, not only of antiquity but of the Renaissance era and of more recent centuries. As one follows the work of these teachers the thought occurs, how much poorer we would be culturally without their great contribution to education. Prior to modern times no *universal* system of education existed, no state financial support, no state directed curriculum, no pretentious school buildings and yet these great teachers through imparting their knowledge to others were able to bequeath to us, eternal truths and a rich heritage from their civilizations.

To come to our own day a passing personal experience may by implication illustrate the importance of the teacher’s position in education and the relative unimportance of so much of what one might call the trappings of education. When in England during the war, I visited that renowned Public School Eton. It was unbelievable to behold the dungeons they called ‘forms’ — dark, damp, cold, musty and almost devoid of equipment. Amazing that many of the cultural and political leaders of Great Britain got their teaching in such surroundings. It *must* be the teaching — even the most highly selected and gifted children cannot reach the heights in such numbers without expert guidance and direction. Outstanding teachers *must supply* the favourable educational climate in the English public schools if my brief glimpse was a true picture of the physical facilities.

The University of Oxford elevates the teacher to a position of prime importance. Under its tutorial system, as you know, the

2. Gilbert Highet. “The Art of Teaching.” New York, Vintage Books Inc., 1954, p. 161.

tutor meets regularly with two students at a time to guide, direct and inspire them to the greatest effort and to the richest development of their intellectual capacity. Need I say that the whole realm of Western culture has benefited by this system of teacher inspired education?

An epigrammatic and somewhat apocryphal American definition of a *good* education, pictures a student on one end of a log and Mark Hopkins on the other. Log sitting is a bit unseasonable at this time of year but the picture serves to bring into focus the importance of the teacher rôle in education.

The teacher belongs on this lofty pinnacle, but have we established ourselves as leaders and experts in our chosen field, either in our own minds or in the minds of the nation? Dr. Hilda Neatby accuses us of not being able to "define or describe education,"³ hence, of not knowing what we are about, of being mere robots going through the motions. Popular magazines and daily newspapers forever complain about the high failure rate among high school students, now and again slyly pointing the finger at poor teaching as the main contributing factor, but never suggesting other possible causes such as unsuitable courses for unable and unwilling students. One local daily is determined to have somebody merit rate us, even if it has to be the children whom we teach. According to this newspaper the public heart bleeds for the good teacher who goes unrewarded — and the poor teacher? — Reward him with a stay of increment. I could suggest a better solution to the problem of incompetence. Who let him into teaching in the first place?

Whether these accusations that teaching is at fault be true or false, what are we going to do about them? I do not advocate a counter barrage of answer and explanation, but action is needed to present the favourable and positive case for today's schools. The millions of words being published and spoken through all media of communication are a clear indication that education is beginning to assume that importance which it deserves in the minds of all thinking people. Of course, often the thinking is confused, and parents are groping for direction. Ignorance breeds suspicion, hostility and fear; enlightenment breeds understanding, friendliness and support. The teacher of today faces a greater challenge than teachers in any time in history. This is the *Age of Education*. In the Western world, education is universal; in countries elsewhere, wholly ignorant of formal education in the past, the demand for literacy for their millions becomes ever stronger. The task beggars the imagination. And what part have we, the teachers of Canada, a mere handful, less than one half of one per cent of the nation, to play in this colossal undertaking? Today, Canada's voice is being heard and listened to in the community of nations; she is rapidly assuming a place of importance in the councils of the world. While contributing her share of leadership to things political, commercial and

3. Hilda Neatby. "So Little for the Mind." Toronto: Clarke, Irwin and Co., 1953, p. 6.

cultural, will she fail to speak in matters educational? Education has been said to be the reflection of the civilization of which it is a part. A more modern viewpoint is that "the functions of education in a democratic society are to maintain, transmit and improve the cultural inheritance."⁴ Since Canada *will* go forward culturally, it is our privilege and duty as teachers to win and maintain leadership in directing educational progress.

With your indulgence, I propose to examine briefly some of the important tasks and problems of education and suggest what I think teachers can do about them. If you say that leadership of education is already in the hands of the teachers I cannot agree with you. If you are partly right, then that leadership, such as it is, is being seriously questioned. If you believe that it is *impossible* for less than one per cent of the population (the population percentage engaged in teaching) to buck a civilization gone mad with materialism and bent on self-destruction; impossible for a mere handful "to maintain, transmit and *improve* the cultural inheritance" then I challenge you to remove the word "impossible" from our thinking and adopt the philosophy that "the impossible may take a little longer."

"The Kingdom of God is like a grain of mustard seed which, when it is sown in the earth, is less than all the seeds that be in the earth: but when it is sown, it groweth up, and becometh greater than all herbs, and shooteth out great branches; so that the fowls of the air may lodge under the shadow of it."⁵ I dare say that among Christ's listeners were those who thought "impossible" — and yet, a mere handful, consumed with belief and faith in His teachings, began the work. Today, almost two thousand years later, the whole Western world and beyond acknowledge Jehovah as the true God.

If such wonders happened in the realm of religion, I submit they can happen in the field of education. Hilda Neatby has said that, "teachers should go out as evangelists with a genuine love of truth and with an urge to instruct and to inspire those whom they teach."⁶

The goals of religion and education, if not identical, have much in common and much of our culture has its foundation in religious belief and faith. Canadian education needs a small band of intelligent men and women inspired with faith, courage and imagination to provide the leadership and direction that will enable education to fulfill its true purpose. That group *must be* the teachers.

And what kind of people are they? Out of the hundreds of good teachers whom I have known I choose four examples:

4. "Report of the Special Select Committee of the Manitoba Legislative Assembly on Education." Winnipeg, King's Printer, 1945.

5. St. Mark, Chapter IV, v. 21, 32.

6. Ibid. p. 328.

One is the starry eyed, vivacious youngster in her late teens or early twenties who with her enthusiasm and *joie de vivre* wins the adoration and joyful co-operation of the mites in the primary grades; another is the somewhat dishevelled, slightly nervous young man with such a love for science and children, that even the laggards, in spite of themselves, develop a growing interest in, and knowledge of science. A third example is a woman of longer experience in teaching whose fine discrimination of good reading and love of poetry spills over into the classroom and gives teen-agers an insight into the treasures of literature; and finally, the drill master, who, with stern manner and gruff voice demands mastery and exactness from his students. The list is endless, good teachers with strengths and weaknesses; as different in personality as the patterns in snowflakes, but all having those character traits which are *musts* for every good teacher. I cannot picture a happy and successful teacher who does not love children and thrill at their growth and development, who does not love and have a thorough knowledge of the subjects which he is teaching or who does not have a lively sense of humour to lighten the seriousness of life and to see him through the frustrations and discouragements of his job. A long list of personal qualities and teaching skills necessary for success in teaching serves no purpose at this time. The man or woman who has the qualities mentioned above is most likely to have the other qualities needed and will be eager to acquire the best in teaching skills. Many American educational text books include *lists* of virtues and vices for the budding teacher and sarcasm is listed high among the "but-nevers." A rather amusing incident happened in my Latin class and it helped thereafter to tone down my tendency towards the sin. It was a beautiful day toward the end of March, a day which held promise of all the delights of spring — warm sunshine, bursting buds, singing birds — a day to dream. I chose this day and the period right after lunch to teach "Purpose Clauses." It *was* a good lesson, if I do say so myself, with a class of alert and able boys who really liked Latin. Palmer, had good intelligence but was growing rapidly, inclined to day dream a bit. The far away look in his eyes was quite obvious. This would never do, casting pearls, so a sharp question to Palmer. He dragged his all but six feet into the aisle, "I didn't hear the question."

"I am so *sorry* to disturb your after dinner nap Palmer, you may continue with your sleep."

Into the charged atmosphere came Palmer's perfectly calm, sober tone—"It's alright Mr. Cochrane, you don't need to apologize." Our roar of laughter could be heard a block away.

Being human, teachers have the same frailties and weaknesses as their brethren; but why do prominent American educators advocate that we look at the teacher as if he were a specimen to be dissected on the laboratory slab. The principal analyzes the teacher, the teacher's work; the teacher analyzes himself under five attitudes and four other characteristics—repetitions of this procedure followed

by a synthesis of repaired and renewed parts makes for the perfect teacher. I prefer Mr. Arthur Hensley's suggestion that all of us think of teaching as a profession and of teachers as selected trained people. "If they are to grow, the teachers who have what makes an inspired teacher will grow by being given challenging opportunities, not by instruction in how to grow. They need to have helpful teaching aids, helpful reading and helpful suggestions put before them, but their progress must result from inner urge rather than from directions issued by a principal or supervisor."⁷ Julian Huxley has stated that "in respect to mind and outlook, individual human beings are separated by differences as profound as those which distinguish the major groups of the animal kingdom."⁸ And we wish to pour teachers into a common mould! As Mr. Hensley concludes, "it would be as harmful to require conformity to a pattern by an inspired teacher as to destroy the inspiration of a keen student by making him copy endless history notes."⁹

If the *majority* of teachers were professionally-minded and professionally qualified, "teacher supply" would not be one of the most pressing problems of education. I believe that we can do much more to solve this problem than we are doing at present; in fact, if teaching is ever to become a true profession, we *must* do more. The December Newsletter of the Manitoba Teachers' Society carried these figures: less than 20% of Manitoba teachers are University students and 265 people are teaching on permit. In contrast, statistics taken from a 1953 report of the New England School Development Council show that 64% of teachers in the United States have degrees. You may question the calibre of some of these degrees and you may contend that holding a degree does not make a teacher, but the fact remains that it is difficult to convince anybody, including ourselves, that a vocation can call itself a profession if only 20% of those doing the work are university trained. Dr. A. W. Trueman, executive director, the Canada Council and former president of the University of Manitoba, speaking at the Canadian Council of Education in 1958 made this damning criticism of teaching in Canadian schools, "The more I consider these basic difficulties and weaknesses in our system, the more I trace them back to the quality of teaching and of the teacher."¹¹

Last year, a girl who attended a Winnipeg High School and had several failures in the Grade XI examinations, took the summer short course at Teachers College, and was placed in charge of a class in September as a permit teacher. And there are 265 permit teachers in Manitoba. I refer you again to my solution for incompetence, as suggested earlier. Who lets them in? From my experience with pupils who have been subjected to permit teaching, I would say that boys and girls can profit much more from correspondence

7. "Comments Upon Supervisory Visits." Superintendent's Department, Winnipeg School Board, 1953, p. 2.

8. Julian Huxley. *The Uniqueness of Man*.

9. *Ibid*.

10. "Teacher Competence and Its Relation to Salary." New England School Development Council, Cambridge, Mass., 1956, p. 48.

11. "Report on Canadian Conference on Education" issued to Winnipeg Schools. Superintendent's Department, Winnipeg School Board, 1958, p. 1.

courses, if qualified teachers are not available to staff a school. The position of permit teacher should be abolished.

In their frantic efforts to staff schools, the government sends out to teach, people with a minimum of schooling themselves and with a six weeks' training course. To get University graduates into the classroom with the utmost speed the government breaks their teacher training into bits and pieces and sends them out to teach after a three months' course. Governments in the past have feared the political repercussions, if by hook or crook they did not put a body into every classroom, thereby keeping all schools operating. Public awareness of the short sightedness of this policy is indicated by the enlightened attitude and prompt action to assist education taken by the present provincial government in October, 1958. Dr. Trueman followed the criticism re teaching and teachers quoted above by this statement "The more I am convinced that much more money for the profession is therefore the basic *desideratum* to secure a well qualified and efficient teaching body."¹² As an outgrowth of the Canadian Conference on Education, private firms made available a large sum of money for a programme of publicity through television, radio and other media to impress the Canadian people with the importance of an improved system of education. The president of the Abitibi Pulp and Paper Corporation stated on a television panel discussion that business and industry are prepared to contribute generously to the cause of education. Many companies vie with each other in establishing handsome scholarship schemes to assist able students in higher education. While not in agreement with all details of the proposed educational plan we are encouraged by the greatly increased grants to education in Manitoba. A regular tide of attitudes and events have set in to indicate that Canada is demanding better education for its youth and is willing to pay for it. Then it behooves us to give leadership on how the goal is to be reached.

Evidence of such leadership was shown recently by the Manitoba Teachers' Society in the appointment of a committee to urge that a university degree should be made the minimum academic requirement for entering teaching. Why not add to the efforts of this committee the support and pressure of an *informed* public which, as indicated above, is clamouring for improvement in education and seems willing to pay the price? In the interim, until the Bachelor's degree standard has been achieved, it should be made clear to those entering teaching with less that it is incumbent on them to complete their undergraduate work within a specified length of time or to withdraw from teaching. Likewise, a minimum of one school year's professional training should be necessary for anyone to enter the classroom as a teacher. Such academic and theoretic training must then be followed by a year's internship under recognized able teachers. This last suggestion, you may say, would be possible only in urban and larger centres. With the move towards larger

12. Ibid. page 1.

divisions for secondary education and the hope of eventual larger divisions for all schooling it would be feasible. The introduction of interne or apprentice teaching requires a new look at the division of labour in the classroom. The public outcry is for a professional job by professional teachers; then let teachers teach and do not dissipate their energy and time with clerical and "Joe-jobs." There is nothing so frustrating to today's teachers as the 1,001 duties which they are called upon to perform and which do not relate to the function of teaching. Just as in a hospital the medical interne, while learning the business of doctoring the sick, performs a variety of routine duties pertaining to the care and welfare of the patients, so could a teacher interne relieve the teacher of many of the classroom and school duties which are necessary to the whole process of education but are not *per se* teaching. Such duties would not preclude ample opportunity for the teacher interne to teach under the direction of the master teacher. Surely doctors of learning require training as adequate as do doctors of medicine. Universities make good use of laboratory assistants, lecturers and technicians in order to leave the more important aspects of the work to the professors, and we teachers are entitled to the same consideration if we are to turn out a better product. With the advent of radio, T.V., films, and various other supplementary aids to teaching, along with a multitude of statistics, report forms and returns required of today's teachers, the time has come for full reconsideration of staff duties and utilization particularly in secondary schools. A brochure entitled "New Horizons for Secondary School Teachers" has been recently published as a report from a "Commission on Experimental Study" appointed by the National Education Association. This report might well challenge any school system to further study and action in this field.

Once again I say that schools and their performance are being criticized on every side and, by the lips and pens of the critics, attention is directed towards the teacher. I have been speaking about standards of administration to teaching and of the training of new teachers. But what about us who are in teaching and have been for some time? The finger is pointed at us. This is most discouraging to the hard working, conscientious and able teacher. But is there justification for criticism of the teacher generally? Remember we have the paradox of the public saying they are willing to pay more through taxes and privately for education, at the same time as they are directing a barrage of criticism against the schools. The oft repeated stipulation concerning the greater financial contribution is that "we want value for the increased cost, we want merit-rating." Here again, I believe that teachers must give leadership to education. Leaving out the poorly educated, poorly trained teacher, we must acknowledge that we have in our midst incompetents, clock-watchers and rut-lovers. What can, and what should we, as a professional group, suggest be done about them? It is generally recognized that a profession exercises certain controls over its members, admission and discipline being two of the most power-

ful. If teaching is to be a profession, then we must insist on standards of admission comparable to those I have mentioned and we must participate in the discipline of our members so that eventually if final *authority* does not rest in our hands, our *advice* will become the deciding factor in these matters. Often there is more power in advice than in authority. As personnel selection officers in the army we had no authority, we could only advise. Time and again, until our branch of the service had proven its worth, the advice was ignored or discounted. Eventually, it was amazing how often the "crystal gazers" (as we were dubbed) were consulted for suggestions and opinions. I am satisfied that with or without our advice, action will be taken in some direction concerning teachers who are not turning out a satisfactory job. Incompetents who have established tenure rights have somehow slipped through the screening process. With more money available for salaries, teaching should attract more and better young people to the occupation and likewise, if admission standards are raised, many of the weaklings will never reach the stage of making application to teach. School boards, superintendents, inspectors will be relieved of the pressure of filling the gap with inferior personnel. *Incompetents* who are teaching now should be given every possible assistance to improve, but if they show little or no improvement after a fair trial, I can see no justification for us to support their retention; rather for the sake of education and our profession we should agree to their disbarment.

The clock-watchers and rut-lovers present an entirely different problem. They are brothers under the skin. Years ago, when they started out, they were enthusiastic, energetic young men and women with a vision, and then somehow a mist arose, and gradually the vision dimmed and finally disappeared. Taking courses, teaching night school, undertaking vacation jobs, increased home responsibilities to a growing family or aging parents, harried by the parents of students and by principals—many things combined to dull the first fine careless rapture and professional pride. A woman missionary to Northern Ontario described the hard rock miners who periodically tore the roof asunder as her "charming sinners." Many of the people in these two groups may so be considered. When the new era produces salaries which approach professional level a large number of these people should be discouraged from expending marginal strength on instructing evening and vacation classes, from undertaking heavy courses during the school year. The government last year voted a large sum of money to assist younger students to attend University or Teachers College. It could do wisely to make available an equal sum to encourage large numbers of teachers to take time off from regular teaching duties to attend university, in order to improve academic or professional standing. The Manitoba Teachers' Society, which at present has difficulty in finding suitable candidates for a small bursary, might well set aside sufficient monies annually to enable an experienced teacher or teachers to study for a year. Engineering firms, oil companies, insurance and other businesses invest thousands of dollars to train and upgrade present

employees. These companies realize the value to company prosperity of well educated, well trained personnel. Does the country want better trained teachers? Then sell them on the soundness of investing in the further training of promising teachers already engaged in the work. To me, better salaries and financial assistance, either through non-interest bearing loans or direct grants, will do more to raise the level of teaching than a merit rating plan. However, there remains a group of teachers quite satisfied to go on year in and year out droning out the same lessons in the same way. Their teaching certainly cannot be labelled "inspiring." To challenge them, to raise them from their lethargy, to make them truly professional teachers is a difficult and delicate problem.

It would seem that demand for merit rating has these teachers as its target. The advocates of merit rating are by and large people who are not engaged in teaching. The few teachers who favour the plan are sure that should such a scheme be set up, they would be in the top echelon and thereby benefit. They could be wrong in their assumptions. Nor do they stop to consider the implications to the profession as a whole. Granted, the thesis that reward should be commensurate with service given is indisputable. Nevertheless, the formula by which the principle can be applied soundly and impartially has yet to be found. Industry's piecework basis of pay is the nearest approach to this method of payment for services rendered of which I am aware. With all the gadgetry and instruments of modern technology it is relatively simple to measure the quantity and quality of an industrial worker's production. However the electric eye and even the wisdom of a principal or superintendent might be taxed to determine the number and excellence of the school's product, educated boys and girls. I stand to be corrected, but I know of no other field of employment except piecework pay where employees are paid on a merit rating plan.

The New England School Development Council undertook a study of "Teacher Competence and Its Relation to Salary." The Council is an organization for the co-operative study of common school problems and represents 119 member school systems. Literally hundreds of teachers, administrative personnel and members of school boards participated in the study which lasted nine years. An account of their investigations and recommendations is found in a 250-page report published in 1956. The report should be enlightening to anyone who thinks that merit rating can be employed successfully in order to raise the level of the teaching profession. It is possible for me to touch but briefly on the report and I express only my own impressions, gathered from a reading of a welter of statistical tables and opinions quoted in the volume. The committee sent out over 13,000 copies of a questionnaire to teachers asking if they would be willing to have their teaching evaluated for salary purposes, by whom, and other related questions, 3,209 or just under 25% replies were received. The committee then proceeded to analyze the information of this fractional return and make observations which indicated, to me at least, a bias in favour of merit

rating. Only by giving accord to the author's mental and statistical gymnastics could I agree with this interpretation and I certainly cannot, do so. Many of the returned questionnaires included comments and the committee summarized them in this way:

- (1) "Most were against a merit salary system.
- (2) Those few who felt that it might be a good practice were guarded in their answers and felt that it could not be administered fairly.
- (3) No one recommended it.
- (4) Eight individuals had either been in such a situation or had heard of its being used, but it had been given up or caused trouble, and none felt that it would be good."¹³

The committee takes pains to point out "These comments are based largely on the suppositions of the respondents, as less than ten per cent of the returns indicated that the commenters had experience in a merit system either at present or in the past."¹⁴ You may be interested in a sampling of these comments:

- (1) "Married woman teacher at primary level—10 years' experience, willing to be evaluated.
"I lived under this system and feel confident that it does more harm than good."
- (3) Male senior high teacher with 26 years of experience from town of 20,000 - 50,000.
"Have been in such a system and it caused tremendous trouble. The group morale was very near zero."
- (4) Unmarried woman senior high teacher with 19 years of experience from town of 5,000 - 9,000.
"We have a merit clause. I don't know if it was ever used. I feel there have been cases when it should have been."
- (6) Married male senior high administrator with 34 years of experience from town of 2,500.
"Merit system cannot be *fairly administered*. We have one."
- (8) A teacher and administrator at all levels with 11 years of experience in town of over 50,000.
"Too subjective. Few get it. All very hush, hush. Although technically possible to get, chances so unlikely that most of us consider it like winning the Irish sweepstakes."

Finally:

- (15) Unmarried woman at senior high level with 40 years of experience from town of over 50,000.
"I believe in self-evaluation frequently carried to a conference with head of one's department. The whole

13. 14. Ibid. p. 43.

thing is very chancey, very difficult and needs to be prayerfully undertaken. We are all angelic more or less, but where would you find the archangels?"¹⁵

The committee making the study sums up its position regarding merit salary in the following statement—"We believe that some teachers are better than others and that the better teachers should advance faster on the salary scale and be paid more than the poorer teachers are paid. However, we hope that it is evident from all which precedes the declaration that this principle and its application are controversial. It will be only a wise and judicious school committee (board in Canada) which can put this principle into practice without demoralizing its faculty."¹⁶ With these sentences the Nesdec report dismisses merit-salary schemes—existent, defunct or planned. The remainder of the report is devoted to setting forth a scheme which still relates salary to teacher competence but has the virtue of retaining a basic salary schedule dependent upon training and years of experience, with regular increments for years of service. The plan, termed the "Teacher Development Hypothesis" leads a teacher through four stages or rôles—probation, classroom, school and professional. Progress from one rôle to another is achieved through evaluation by an "*ad hoc*" committee and success in clearing the hurdle to each succeeding rôle is accompanied by a substantial *competence* increase in salary. Thus the salary schedule has three component parts—basic salary, service increments and competence increments. The *ad hoc* committee should include one school board member, the superintendent or his representative, the building principal of the teacher, the teacher's supervisor or department head and three teachers, two of whom teach in the same building as the teacher being evaluated, and one in a different school if this is possible. The *ad hoc* committee uses the Critical Incident Approach in evaluating the teacher. "The Critical Incident technique consists, essentially, in the collection and analysis of reports of actual incidents in which the behaviour of a teacher was judged by the reporter to be outstandingly effective or ineffective."¹⁷

The Teacher Development Hypothesis seems to be by far the best plan proposed for a teacher competence salary schedule. As noted above, it retains the basic elements of education, training and service and adds a bonus for competence. Furthermore evaluation is carried out by a truly representative committee. The Nesdec report outlines all the details for suggested operation of the scheme, but I shall spare you these. It would be a very expensive program in terms of money, time and energy required for evaluation and in the last analysis subjective judgment remains the deciding factor.

I have dwelt at some length on "merit rating" because it seems to be the only suggestions forthcoming from the government, Trustees' Association, and general public for dealing with incompe-

15. *Ibid.* p. 43.

16. 17. *Ibid.* p. 61.

tence, and we are almost forced to consider the matter with these bodies. I do not believe that slothful or incompetent teachers should be able to hide behind "tenure" rights. In the projected (current) discussions surely the teachers can convince the government that "merit rating" is not the solution to the problem. At the same time we should be ready to make definite suggestions for dealing with incompetence.

Personally, I believe that if school boards, the department of education and the general public have a right to expect more value for their money, the best means to bring this about is to direct the money, time and energy which would be required for evaluating teachers into assisting teachers; by allowing them to teach most of their time, by helping them to improve their professional and academic standing, by making it possible for principals to have more time for helpful supervision and by paying teachers professional salaries. Furthermore, I believe it is our duty to co-operate with others in getting rid of the deadwood in teacher ranks.

Another problem that seems ever to be with us and one which is likely to come into prominence again soon is curriculum. When the full report of the Royal Commission on Education is made public it is something less than a long shot gamble that the recommendations will include a second academic course for high school. The high priests of classical and traditional education will wag their heads mournfully and predict the inclusion in the second course of such units as marble rolling and appreciation of pin-ups. Immediately curriculum is mentioned the champions of one school of thought will refuse the right of any subject to inclusion in the high school course other than English, History, Mathematics, Science and Foreign Languages whereas the extremists of the other group would admit almost anything in which the child is interested or which might be termed "useful." In recent years there has been a *plethora* of adverse criticism directed towards the tendency to wander from the traditional subjects and traditional methods. In their zeal to attack programme, instruction and administration, these critics have found innumerable instances of weaknesses and fallacies in procedure and philosophy. All references are carefully annotated as to time, person and place. As an air brake or a warning signal device, these critical works have great value to the progress and improvement of education generally. However, I read in vain in such books as "And Madly Teach" by Mortimer Smith and "So Little for the Mind" by Hilda Neatby to find the same attention given to constructive suggestions, as is given to sneering, superior destructive criticism. Possibly both authors will write sequels giving us more of their wisdom for the betterment of education. May I follow these authors' tactics and take isolated quotes from their books in order to strengthen my argument. From page 42 "And Madly Teach" . . .

"The fact that one pupil may have less facility for gleaning it (man's wisdom as stored up in books) than another does not alter the truth that both have the need for that wisdom."

"Here the teacher in the field may object: 'This is all very well but you don't know some of my pupils. Many of them are just incapable of learning the bookish subjects, and when they have real talent for more practical matters, it seems wrong to insist on the former while neglecting the latter.' But this is the challenge of modern teaching: how to reach every pupil, bookish and non-bookish, with the world's wisdom. It is not an easy task (perhaps it calls for a genius we haven't the right to expect in the average teacher) but only by accomplishing it will common human needs be met." (end of quote)

Referring to the teaching of history Mr. Smith supplies us with a touch of the "genius" lacking in the average teacher. He says, "History is the unfolding story of man's progress through time, and even the dullest pupil can *enjoy* a story if the teacher has a sense of drama." On the final stage of his booklet however, Mr. Smith makes a concession, "I am willing to throw out one general suggestion for improving education: Let's restore its moral content. Let us fly in the face of scientific prejudices and insist on education's historic role as moral and intellectual teacher." Two specific and helpful suggestions from Mr. Smith.

One example from Miss Neatby's book will suffice to illustrate how easy it is for those outside the schools to solve our problems. On page 333 the author suggests that "We should stop worrying about 'why our high school students quit.' If they are offered abundant intellectual nourishment and if they prove themselves *unable* or unwilling to profit by it, they should not only be allowed to *quit*, they should be obliged to withdraw." This seems an over simplified solution to the problem.

Surely if the above mentioned authors and many others writing in the same vein were teaching in the schools today, they would not gloss over so casually the many conflicting influences and serious problems confronting the school in its efforts to maintain sound educational principles and standards. The church and the school attempt to be islands of idealism in a sea of crass materialism and hypocrisy. Money and power are the gods of the modern world. During five to six hours per day children attend school where we try to develop their abilities "to think effectively, to communicate thought, to make relevant judgments, to discriminate among values."¹⁸ Then something like this goes on. After four o'clock, Tod waits for his steady, Beth, and drives her in his souped up '42 Chev. to the club. Beth whiles away the time pleasantly with a skating lesson, dinner and swimming until 9:00 p.m. when she happens to meet mother coming off the bowling alleys. "Beth dear, shouldn't you be getting home to do your homework?" "Right away, mother." Tod goes home to dinner to hear Dad tell Mom that he has received a big promotion with a whopping increase in salary and the inside track to some lucrative investment. Now, mother's ambition to move

18. "General Education in a Free Society." Report of Harvard Committee. Cambridge, Mass., 1948, p. 65.

to a much bigger home in Vermilion Heights can be realized and Junior immediately gets his spoke in for that new sports model he has been dreaming about. After dinner the family listens to the news and hears that Russia's best brains have developed an I.C.B.M. which can be directed to its target 5,000 miles away and not be more than three miles off the mark. Of course the missile could blow up the intervening three miles anyway. While waiting for the entry of "the most" in rock and roll singers the family hears the T.V. commercial announce that "something excitingly new is about to happen to this woman." She's going to take a bath with "Praise" and feel clean, really clean—(I suppose for the first time in her life.) As Dad and Mother leave for a little celebration of the day's good fortune, Dad asks the rhetorical question, "Got your homework done, Son?"

"Yeah, mostly—did it in school. I'll finish it when I come back from Joe's. We're working on his car."

Education is greatly to be desired, because it gives prestige, but is it really the most important thing in this family's life?

Fortunately we in the schools are dealing with human beings at their most ingenious and idealistic ages and therefore we can hope, yes we know, that at least to a degree we accomplish what Sir Richard Livingstone deems the prior task of education, "To inspire, and to give a sense of values and the power of distinguishing what is first rate, from what is not."

I have wandered somewhat from curriculum, but purposely, because so many critics think of the schools as ivory towers in which, if the teaching were right, students all could do reasonably well with the traditional subjects. These critics ignore the nature of the high school population, the impact of outside influences on youth and the strong divisive forces in our society. The report of the Harvard Committee on "The Objectives of a General Education in a Free Society" discusses profoundly and at length the many problems concerning curriculum and it is to it that I turn for guidance in thinking about a second academic course for Manitoba high schools. The committee states that "It is fruitless to think about a curriculum without having in mind specifications or points of reference, (a) the ends towards which the curriculum should look, and (b) the students for whom it is intended. The first is a view of society as depending on both heritage and change. The second is a view of students as both united and divided: united as heirs of a common past and agents in a joint future; divided, as varying in gifts, interests and hopes. From these premises comes an idea of education as, for all and at all stages (beyond the earliest) both general and special. These two sides of education should be thought of as connected, the special forever flowing out of the general and forever returning to and enriching it."¹⁹ The curriculum

19. *Ibid.*, p. 103.

for high schools in Manitoba does not fulfill these conditions, in that it does not fit the gifts, interests and hopes of a large part of our school population who are presently in the matriculation course and who do not have the facility with ideas that will permit them to proceed to university education. Except for the commercial and technical courses, both chosen by comparatively few, Manitoba offers but one course for high school, the general, or matriculation course. Fifty years ago, fewer than ten per cent of the age group for high school were in school, today approximately ninety per cent are in school. As the Harvard report states, "Fifty years ago, the high school population was a homogeneous group of the select few who were the children of well-to-do families, or the able and ambitious children of poorer families, all looking forward to the learned professions or to leadership in politics or trade. No one was compelled to stay in high school, and if you could not stand the pace, you fell out. The result was that the curriculum, if narrow and rigid by modern standards, was compact, testing and absolutely clear in its intention."²⁰ How great the change brought about in the character and function of the high school by this mighty influx of students! "Except for the small minority (about 17%) bound for college, the high school has ceased to be a preparatory school in the old sense of the word. In so far as it is preparatory, it prepares not for college but for life. The consequences of this transformation for every phase of the high school are incalculable and by no means yet fully worked out."²¹

The task of the high school is to reconcile the interests of the 80 per cent who go on to active life with the equally just interests of the remainder who go on to college, and at the same time be sure that both groups will "achieve from their education some common and binding understanding of the society which they will possess in common."²²

The solution does not lie in setting a course in which 40-50 per cent of the students will be reclassified to a bits and pieces affair called High School Leaving, or will fail, or, defeated, will drop out. Two academic courses are needed; one a college preparatory course with even more content and greater challenge than the present general course; a second high school diploma course, retaining in the main the same core subjects: English, Social Studies, Mathematics, Science and possibly some form of foreign language study. Additional optional subjects in the fields of practical arts, music and dramatic art should be made available for a lesser part of each student's programme. The opponents of a second course say that it is bound to be inferior, that administratively it is impossible in country schools, that parents will not allow their children to take the course. Inferiority is a relative term. If mental power to progress in abstract thinking and ideas is the sole criterion of respect and worth, then a second course will undoubtedly be inferior.

20. *Ibid.* p. 7.

21. 22. *Ibid.* p. 8.

However, I cannot subscribe to this measure of a person's potentiality to contribute to our culture. True, for survival we must depend on the scientist's superlative ability to keep pace with like ability among the races in creating equally destructive engines of extermination, so that neither side dare gamble on taking the initiative in global warfare. But blind worship of intellectual genius can lead us to complete annihilation as readily as to emancipation from all our problems. The limited and imperfect instruments at our command to measure man's potential, measure little more than verbal ability and power to deal with abstract thinking. I do not discount the value to humanity of intellectual prowess nor do I discount the talents and genius, oftentimes seemingly unrelated to reasoning power of artists, musicians, actors and humanitarians. Yes, a second course *can* be inferior and we teachers can be chief agents in making it so. In my opinion that is exactly what has happened in British Columbia. On paper, the B.C. curriculum seems to have an ideal two course programme, but after visiting at a two-day principals' conference in Victoria, I came away convinced that the second course was simply a pale shadow of the university course, held in low regard by administrators and teachers. Again I refer to the Harvard report's opinion concerning such courses—"They must not be simply watered-down versions of more complex courses, but authentic and fresh vehicles of the spheres of general education—the world, man's social life, the realm of imagination and ideal—designed to implant the power of thought and expression, the sense of relevance and value."²³ To devise a second course demands the greatest care and planning and will require free expenditure of money, time and the best brains available for the purpose. Time also will be necessary to win its general acceptance, but a continued and broad campaign of education of the general public, as to the quality and educational soundness of such a course will win acceptance in due time. The administrative difficulty will be largely overcome if the projected large educational divisions become a reality in Manitoba.

Two dangers lurk in the offing, viz., that able students will choose the easier course, and that some students, late in maturing, will miss the opportunity to proceed to further education. The first danger is not too disturbing and I believe that, with the greater responsibility which must be assumed by guidance personnel under a two course system, very few really able students would get into the second course. For those students who mature late or who have special subject weaknesses, a flexible school organization would readily permit them to have a foot in both courses. Little objection could be raised to counting credits gained in the matriculation course towards a high school diploma.

The University might well give considerable recognition to high achievement in the high school course. During the war and in the early postwar period, it was discovered that with strong

23. Ibid. p. 95.

incentive, much learning can take place in short intensive courses and in make-up courses. The added maturity of the later-teens and early twenties seems to give a drive that is so often lacking in the earlier years of adolescence. Is it not a fact that the returned men of World War II comprised classes in the Universities throughout America which would be difficult to match for industry and achievement? Then would it not be logical to assume that students who matured in the high school diploma course and developed the desire and motivation to proceed to University could be expected to perform well in university courses if they succeeded in the required make-up courses? Factual knowledge is important to University entrance but far more important are the ability and the desire to advance in academic and abstract knowledge. Whether it be under the direct jurisdiction of the University or under the Department of Education some provision should be made to enable students who have finished with high school to return at their own expense to qualify for University entrance. This is one of many problems that might be dealt with by a revived articulation committee or some comparable group of liaison between high school and university. The conferences convened about a year ago on the University of Manitoba campus pointed up the need of a continuing body which will bring about a better understanding by both faculties of their mutual and separate problems.

This is not a new idea but it is one about which we are doing little. The December Bulletin of the National Association of Secondary-School Principals is devoted to an extensive report on the "Advanced Placement Programme in Secondary Schools." This programme has been devised to provide for the gifted children in high school. May I quote briefly from the report, "The principal of Ann Arbor High School paid a glowing tribute to one conference — but also I believe to all conferences:

"One of the most significant conferences I have ever attended took place in Ann Arbor last June when the Advanced Placement programme brought together about one hundred college and high school teachers of English for three days. Here I watched some of the country's outstanding teachers of English dig into such problems as how to teach a novel, a poem, a short story, an essay and how to inspire students to write better. I did not observe a tendency for one group to dominate the other. It was a most productive and satisfying conference." And one sentence later on, "An advanced programme for academically talented students in high school will be of little use if this programme is not integrated with the college course offerings."²⁴ The above quotations indicate not only the need for high school and college to work closely together in the area of education for bright students, but also something of the highly useful direction such a relationship may take. A stronger bond between the two branches of education is bound to lead to greater strength and improvement for education as a whole.

24. "Bulletin of the National Association of Secondary School Principals." Washington, D.C., Dec., 1958, p. 11.

If, as an outgrowth of the Royal Commission's report, a revision of curriculum becomes necessary, then I wish to repeat and emphasize here, something which I have said publicly before. Curriculum organization and operation should be an expression of the educational philosophy of the system using it. It is therefore of the greatest importance that its planning and introduction should be carried out by those most able to do so. The government of Manitoba has manifested a readiness to increase financial aid, as a means of bettering educational opportunity in the province. Curriculum development is so basic and important to the achievement of educational objectives that investment in this phase of educational planning should be liberal and adequate to obtain the full time service of experts in their fields. Teachers of proven education and ability should be co-opted from their regular teaching jobs in order to provide the leadership and co-ordination necessary of the efforts of the hundreds of teachers throughout the province who will cheerfully devote energy and after-school hours to the project.

Research is the last of the educational tasks which I wish to present for your consideration. The need for an Educational Research Council has been discussed for years by every teachers' group in Manitoba. Still it is non-existent. Sporadically, first here and then there, an individual or a staff may see the need for a study to be made on a problem and undertake to carry it out. The Winnipeg administration and school board have given encouragement and support and have aided greatly in numerous experiments. The Manitoba Teachers' Society is constantly undertaking studies which need to be made, due to the urgency of a situation. But what serious efforts are we, as a profession, making towards the establishment of a research council which could determine areas for immediate and/or long term action, which could assist procedure and give direction to the efforts of researchers, which could establish contacts and make possible publication of the findings of research efforts, which could give prestige and recognition to the teaching profession in the eyes of the other professions? An educational research council is needed desperately to grapple with the problems of education and to extend the frontiers of knowledge in education. Is there something lacking besides effort? Surely it is not money. Millions of dollars are available and millions more could become available on this continent, and I mean in Canada too, if we can convince business, industry and existing foundations that research is necessary to the steady growth and improvement of education. The whole system of education in Manitoba, including the University, is financed by the government. However this need not exclude assistance from other sources. The University of British Columbia decided to make a trial effort in this direction. The committee in charge of planning and organizing the campaign set what they considered an astronomical figure \$5,000,000. A recent report indicates that the sum raised through private and public subscription now approaches \$9,000,000 for the advancement and extension of the University's work. Are we, in Manitoba, so far

behind British Columbia and so much poorer that we cannot think in terms of even 1% of this sum, a miserable \$90,000 for the advancement of the teaching profession and the ultimate benefit of the children?

I have taken a long time this afternoon to say a number of things which you already know. I promised to bore you and I imagine I can say, "mission accomplished." The tasks and problems paraded for view have always been with us. Both as individuals, and as a group through the Manitoba Teachers' Society, we have been grappling with them for years. Progress towards solution has been made. But I believe it has been too little in too long a time. Who would question the motive of uneducated, ill-equipped men and women who enter teaching? But how often and how strongly have the public been impressed that as long as these people are permitted to teach boys and girls they can expect the poorest possible educational product. Exponents of merit rating think that the product will be improved if they can bonus a good teacher here and there, but more often withhold annual increments from poor performers. We stand by silent, agreeing with the principle, but never making a move to acquaint them with the fact that wherever merit rating has been used it has failed to achieve the desired end. Newspapers, magazines, books, television blast away at the schools and teachers for the high failure rates among high school students and the poor programme offered by the schools. We reply with feeble individual rumblings or let the tempest roar overhead. Five years ago I began sitting on a committee of high school principals convened by the Department of Education to consider revision of the high school curriculum; for two years now, we *haven't even sat* let alone consider. Why all the inertia? We could have the decks cleared and be ready to sail when the Royal Commission Report looms on the horizon. What shall we do with gifted children? Why do children fail, who according to test results should meet with success in school? Should some of the extra-curricular programme be dropped, some incorporated into the curriculum? Should the school day or the school year be lengthened? Is anybody making scientific investigation to answer these and a thousand other questions or shall we as usual look across the line and take an answer from our neighbours to the south — possibly an answer which they discarded five years ago. We have not told the public that we would welcome outside financial assistance to solve some of these problems, which if solved satisfactorily would benefit their boys and girls.

"Like a grain of mustard seed" — left in the package or on the shelf, the mustard seed is no more than a grain of sand or dust. By itself, it achieves nothing; only when it receives the help and co-operation of the soil, the sun, the moisture and air does it become "greater than all herbs" with its extended branches. We, the teachers, a tiny band in a huge population, are too content to go it alone, conscientious to a fault, doing everything the hard way and having faith that all will end well. This attitude and policy may

lead to martyrdom and it may lead also to our becoming the hired servants of masters who know not whither they go.

The sun of informed public opinion and desire; the nourishing soil of funds both public and private; the stimulating air and moisture of contribution from other learned professions and resources in the community — these forces of growth and development we have either neglected or used but sparingly. Many signs indicate that if through reluctance or inability we fail to enlist these forces for the betterment of education, a public willing to assist but impatient, will assume full leadership and direction of all matters educational, including teachers. Dr. Lorimer shows an awareness of this danger when in his 1958 report to the Winnipeg school board he suggests the need for a new synthesis of general public, government, school boards and teachers to run education. It is to be hoped that teachers can maintain a position of leadership among these bodies.

Dr. H. L. Campbell in his presidential address to the Canadian Education Association in September, 1958 made the following important point, "Too commonly the schools are subjected to unfair criticism, partly because they do not attend closely enough to public relations." We, in the schools, are inclined to believe that the public knows and understands the tasks and problems that confront us. Nothing could be further from the truth. The public gets its information and draws its conclusions from what the newspaper, radio, television and other media of communication tell it. We know that much of this information is inaccurate, biased and selected for its apparent sensational appeal. In my experience, as principal of schools in two quite different communities, I have found that parents and community will give almost unqualified support to school policy, if they have been acquainted with the facts. One situation, and a most unpalatable one to parents, will support my statement. With only two or three exceptions, parents have shown understanding and co-operation when the school has requested the removal from classes of unwilling students.

I submit that our most important and immediate task is to tell and keep on telling the public about the work the schools are doing, about the tasks and problems that confront us, about the efforts teachers are making to improve education, about the why and how the community can assist. In other words, I believe that we need a public relations or a public information programme beyond the scope of anything we have dreamed of to date. The recent report of the Public Relations Committee of the Manitoba Teachers' Society shows that an excellent beginning has been made. However, I know that the magnitude of an adequate public relations programme for education is beyond the limits of volunteer teacher time and energy. Surely we know the story we want to tell, the case we want to present to the public. The problem is *how* to get it told. It seems that a stigma has become attached to the strategy and tactics of professional public relations firms. Consequently teachers do not wish to engage their services. I have a strong suspicion that

public relations companies are as concerned with making money as any other companies and also that teachers' money is just as welcome as the next person's. If the Public Relations Committee of the Teachers' Society desired to retain control of the material and tactics employed in a programme, I am sure that a competent public relations consultant can be found who would comply with these conditions. At the 1958 Easter Convention of the M.T.S. a motion to spend \$50,000 on public relations received surprising support. Let us hope that a similar motion for \$75,000 will carry at the coming Easter Convention. We do not have the time, energy or "know how" to do this job properly on a volunteer basis. We have members of our profession who know the story we wish to tell to the public. Let us call on professionally trained men who can get it presented in the manner most advantageous to us and to education.

Education has many tasks; much that needs righting must be done. Teachers must find the insight, courage and vision to *lead in* the new day for education. Can you think of a better group, small but mighty, to provide the spark, the imagination, the fire for the undertaking and consummation of this prodigious task?

Abstracts of Theses

A REPORT OF THE INTRODUCTION, ORGANIZATION AND DEVELOPMENT OF THE DAUPHIN-OGHRE SCHOOL AREA NUMBER ONE

W. G. Booth

This thesis provides a brief outline of school administration under pioneer conditions in the Red River Settlements. It traces the development of various types of school organization from those early days to recent times, when, in view of the development of the Province of Manitoba, formation of larger school areas became practical. Short sketches of rural, consolidated and municipal school systems are furnished.

Accounts of the attempts to establish large school areas in Manitoba form a portion of the thesis. These accounts lead up to the establishment of the Dauphin-Ochre Area Number One. The first three chapters provide the background for the primary aim of the thesis. This aim is to contrast school administration and facilities in rural Manitoba outside an Area with the administration and facilities prevalent in a larger school area. With this idea in mind the writer provides an account of school conditions in the Dauphin region before the area was established.

The development of the instructional program, the improvements to school plants, the additional equipment and facilities, as well as, the financial aspects of area operation, insofar as they operated in the Dauphin-Ochre Area Number One are outlined in some detail and comparisons are drawn between area and non-area operation.

An attempt has been made to evaluate the larger area plan of school administration through nine years of operation in the Dauphin-Ochre Area Number One. Some defects of the plan have been pointed out and remedies have been suggested.

The writer, at least, feels that by a logical development of the report, he has made a strong case in favour of the establishment of larger school areas over the whole of rural Manitoba and is firmly convinced that if rural education is to improve, more larger school areas must be established in this province.

THE DIFFERENTIAL APTITUDE TESTS AS PREDICTORS IN EDUCATION I AT THE UNIVERSITY OF MANITOBA

David Friesen

This study sought a means whereby it would be possible to indicate at the beginning of the term the candidates in the teacher training class who would most likely fail the course in Education I at the Faculty. When discovered, the means could be used in counselling candidates against spending time and money in a fruitless year of study, and at the same time conserving time, funds, and energy.

The experimental instrument was the battery known as the Differential Aptitude Tests, measuring Verbal Reasoning, Numerical Ability, Abstract Reasoning, Space Relations, Mechanical Reasoning, Clerical Speed and Accuracy, Spelling and Sentences. The procedure entailed giving the D.A.T. at the beginning of the course, correlating the results with the mid-term examination results, and again correlating with the final results. Where inter-correlations were significant, regression equations were set up in order to express the prediction of final result based on original performance on the D.A.T.

A pilot study was run with the students in the Special Summer Session of 1957, and then the main study was made on the regular Education I class of 1957-58.

In both the pilot study and in the main study, significant correlations were found between each of Verbal Reasoning, Abstract Reasoning, and Sentences, with average class marks at the end of the term.

The regression equations were as follows:

- (a) For predicting the final average (Y) from the D.A.T. test in Spelling (X),

$$Y = .159X + 57.90$$

- (b) For predicting the final average (Y) from the D.A.T. test in Verbal Reasoning (X),

$$Y = .295X + 56.41$$

- (c) For predicting the final average (Y) from the D.A.T. test in Abstract Reasoning (X),

$$Y = .295X + 57.16$$

- (d) For predicting the final average (Y) from the three tests in combination, Verbal Reasoning (X_1), Abstract Reasoning (X_2), and Sentences (X_3),

$$Y = .16X_1 + .12X_2 + .08X_3 + 52.81$$

A HISTORY OF MENNONITE EDUCATION IN MANITOBA

Peter George Klassen

This thesis is an attempt to develop the story of Mennonite education in Manitoba and to show how in spite of problems a religious philosophy has been maintained in the new land.

The Manitoba Mennonites had a Russian background. In 1786 large numbers of Mennonites of Prussia settled in the provinces of Taurien in the Ukraine in southern Russia. Until 1870 the Mennonites of Russia enjoyed freedom of religion and complete school autonomy. Education was entirely within the control of the local Mennonite communities. The school reform movement started by Johann Cornies produced schools of relatively high order, much higher than those of their Russian or non-Russian neighbors. The prospect of losing control over their schools was a strong contributing factor to the emigration movement of the Mennonites in the early 1870's.

Over 7,000 of the Russian Mennonites migrated to southern Manitoba. They were promised the fullest freedom to exercise their religion and educate their children. Eight townships of land were reserved for the Mennonites east of the Red River and, several years later, seventeen townships west of it.

When the Mennonites came to Manitoba they retained the religious aims in education they had held in Russia. They were determined that in the new land their children should be taught the fundamentals in religion and German.

Between 1874 and 1883 the Manitoba Mennonites had complete school autonomy. In those first ten years of pioneer life the government of Manitoba left the Mennonites completely to themselves in matters of education. But then, as time went on, the government tried to persuade them to come out of their isolation and to seek closer co-operation with the provincial school authorities.

Some of the Mennonites realized the dangers of isolation and did seek closer co-operation with the provincial authorities. As this idea spread, group conflicts brought to an end the peaceful period of Mennonite school autonomy.

Mennonite education passed into a second stage when the public schools were organized. A period of religious and language conflicts followed. The rise in Canada of the national ideal of cultural uniformity and a policy of systematic cultural assimilation caused the conflict with the Manitoba Mennonites. With the emigration of 7,000 Mennonites to Mexico and South America in the 1920's, the controversy over the private schools quickly subsided. Religious and language conflicts gradually dropped into the back-

ground and a very difficult and unpleasant period in the history of Mennonite education came to an end.

A third stage, if it may so be called, for it was present all the time, was that of the struggle for better education. The main weakness of the early Mennonite schools lay not in their narrow curriculum or in poor methods of instruction but rather in their complete separation from higher centers of learning. H. H. Ewert established a school at Gretna which very definitely raised the standards of Mennonite education.

Striking changes have occurred in recent years in the field of education, mainly under the influence of the Russlaender immigrants of the 1920's. Many of these immigrants were well educated and were desirous of continuing their education. By obtaining the co-operation of the Canadian Mennonites they have built high schools, Bible schools and Bible colleges. There has been much duplication of effort because the Mennonites who are vitally interested in education are divided into two factions, the Conference of Mennonites and the Mennonite Brethren Conference. In the last decade there has developed a profound interest in secular education. The need now seems to be for both secular and theological training.

The Mennonites in Manitoba were not opposed to education. They believed and still believe that education is a special function of the church. The educational institutions they have built are there to maintain and promote their cherished way of life.

SPECIAL EDUCATION I — 1957

These students returned to the Faculty of Education in the summer of 1958 for the second section of the Education I programme.

Brown, Elgin R.	Kilimnik, Edward S.	Parr, Joan (Mrs.)
Charlesworth, Kenneth	Konrad, Henry R.	Petkau, Albert
Desrosiers, Maurice	Kozoris, Peter A.	Procaulo, Miro A.
Doerksen, Daniel W.	Kucherawy, Jack F.	Robinson, Harold
Dyck, David R.	Labinowich, Sr. M. John	Rivers, Gordon
Frechette, Lionel J.	Lacrois, Louise	Robinson, John E.
Fredrickson, Lois	Lavack, Raynald-Emil	Siemens, Lloyd
Friesen, Donna	Letkemann, Jacob	Sigurdson, Joan (Mrs.)
Gallais, Francois	Loynes, Shirley	Thompson, Helen E. L.
Hammerling, Sr. Anselm	McKay, Frederick	Toews, Henry
Harder, Irma L.	Milner, John	Visch, Hendrikus
Harris, Robert J.	Molloy, Mary (Mrs.)	Waldon, E. Beth
Henrickson, Paul	Nolan, James	

SPECIAL EDUCATION II — 1958

These students were enrolled for the first twelve-week section of the Special Education I programme.

Anderson, Barry	Gosselin, Wilfred	Penner, David
Bennett, Carol	Guenette, Jean-Paul	Peters, John
Bibeau, Maurice	Holmes, Virgil	Pries, George
Blight, Doreen	Horvath, Gertrud (Mrs.)	Randell, Beverley
Carson, John	Houck, Norman	Rempel, Anthony
De Pauw, Ramona	Jersak, Lloyd	Rifkin, Steven
Deshauer, Alvin	Klassen, William	Ritchie, Hugh
Dibblee, Diane	Kolson, Valentine	Rubenfeld, George
Duggan, Carl	Konopski, Stanley	Sauerborn, Karl
Ens, Adolf	Koshel, Benjamin	Shannon, Gordon
Fargey, Ross	Labossiere, Raymond	Simms, Kathleen
Ferraton, Raoul	Lambert, Jules	Smith, Brian
Findlay, Dennis	Leswick, Helen	Stewart, Heather
Fullerton, Keith	Loewen, Victor	Syrnick, Zenon
Funk, Henry	Marek, Jerry	Tarleton, Michael
Gaffird, Robert	McCann, Coleen	Venselaar, Henry
Giesbrecht, Dennis	McKillop, Bertha (Mrs.)	Whyte, Lois
Gisiger, John	Normandeau, Albert	Wiebe, Henry
Golin, Edward	Parasiuk, Sylvia	Woods, Harold

EDUCATION I — 1958-59

Alexander, Elizabeth D.	Grose, George B.	Outhwaite, Doreen M. A.
Bilyk, Sylvia	Hamilton, Shirley	Painchaud, Raymond J.
Bramadat, Clyde F.	Hammond, Allan R.	Peters, Jake F.
Bramadat, Kelvin	Honeybunn, Douglas L.	Proteau, Gilberte
Brisley, H. Joan	Hyde, Robert J.	Refvik, Orval A.
Brodovsky, Sheila A. (Mrs.)	Johnston, Gordon M.	Regnier, Paul R.
Brown, Nancy C.	Karasevich, C. Joan	Reid, Ruth F.
Brown, Robert F.	Kamensky, Leo	Rubin, Sandra A.
Bull, James A.	Klassen, B. Paul	Schreyer, Edward R.
Caine, Marion A. (Mrs.)	Kosterewa, Louise Anne	Shirtliffe, Joyce L.
Cowie, Peter G.	Kruk, Myron George	Stall, Audrey
Cundall, Edna M.	LaTourelle, Ronald G.	Stevens, Rosemary A.
Edwards, Ronald T.	McDiarmid, Che M. (Mrs.)	Stone, Leonard
Fulton, Teresa V.	Neil, Laurence R.	Sutton, Robert J.
Gallow, Alicia M. (Mrs.)	Osinski, Thomas E.	Tole, Donald C.
Gelmon, Judy (Mrs.)	Ostranderm, Sheila J.	Ward, Judith A.
Golubchuk, Moishe	Ostrowski Odon L.	Wise, Sandra J.
		Zvankin, Isaac

GRADUATE STUDENTS 1958-59

Amare, Germa (Ethiopia)	Kargbo, John (Sierra Leone)
Anderson, Anne Mrs. (Winnipeg)	Mohammed Razack (Trinidad)
Bull, James Allan (Ontario)	Silverman, Myer (Winnipeg)
Joseph, Archibald Herman (Trinidad)	Yung, Cyrus (Hong Kong)

FACULTY OF EDUCATION

SUMMER SESSION

6 July to 21 August, 1959

COURSES OFFERED

8:40 a.m. - 10:30 a.m.

PSYCHOLOGY 312 *(Arts):

Fundamentals of Psychology - - - Department of Psychology

EDUCATION 539 Adult Education - - - Mr. A. S. R. Tweedie

EDUCATION 700 English - - - Dr. Eleanor Boyce

EDUCATION 700 Mathematics - - - Mr. John Charyk

EDUCATION 702 Philosophy of Education - - - Dr. J. E. M. Young

EDUCATION 728 Guidance - - - Dr. W. W. McCutcheon
10:40 a.m. - 12:30 p.m.

PHILOSOPHY 301 *(Arts): History of Philosophy — Department of Philosophy

EDUCATION 724 Psychology of Adolescence - - - Dr. R. L. Trimmer

EDUCATION 506 Elementary Educational Statistics — Dr. W. H. Lucow

EDUCATION 703 History of Education - - - Dr. J. M. Brown

EDUCATION 729 Comparative Education - - - Dr. J. M. Nason
1:40 p.m. - 3:30 p.m.

EDUCATION 505 Achievement Testing - - - Dr. J. E. M. Young

EDUCATION 700 Art - - - Mr. N. Bjelajac

EDUCATION 700 Physical Education - Dr. W. F. R. Kennedy and Staff

EDUCATION 700 Science - - - Mr. John Charyk

EDUCATION 501 Educational Psychology - - - Dr. R. L. Trimmer

*Students wishing to obtain B.Ed. credit in either of these courses or in any other Arts or Science courses must have the registration approved by the Dean of the Faculty of Education.

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